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ABSTRACT

Sweden, like most European countries, never set out to be an immigration country. Since its Government and Parliament have subscribed to the principle of maximum mobility across national frontiers, more than 400,000 foreign citizens and 200,000 former aliens reside in Sweden today. Immigration to Sweden is not completely free, though. A policy of controlled immigration exists as a means of realizing equal treatment of native and foreign subjects. Access to employment and housing are conditions for labor and residence permits. One of the fundamental principles of this policy is to give immigrants a free choice between staying in Sweden and returning to their country of origin or emigrating to a third country. If they decide to stay, immigrants receive: (1) time off with pay to learn Swedish, (2) compulsory schooling for their children, and (3) equal opportunities to participate in labor market training. This paper discusses Sweden's immigration policy, legislation, and research, giving statistics on the migrant worker population, the educational situation of workers' children, and the education and training of migrant workers. (NQ)

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Ad hoc Conference on the Education of Migrants

Country report

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EDUCATION OF MIGRANTS IN SWEDEN

		Page
PART I	Policy, legislation and experiments	
	A. Policy	1
	B. Legislation	5
	C. Research and experimentation	9
PART II	Statistics	
	A. Migrant worker population	11
	B. Educational situation of migrant workers' children	11
	C. Education and training of migrant workers	13
PART III	Documentation	14

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PART I

POLICY, LEGISLATION AND EXPERIMENT

A. POLICY

Like the majority of European countries, Sweden has never set out to be an immigration country. On the other hand the Government and Parliament of Sweden have both subscribed to the principle of maximum mobility across national frontiers. Thus more than 400,000 foreign citizens and more than 200,000 former aliens are resident in Sweden today.

This does not mean that immigration to Sweden is completely free. On the contrary Sweden has adopted a policy of controlled immigration, not for the sake of control, but as one means of realising an immigration policy implying equal treatment of native and foreign subjects. For this reason, access to employment and housing are stipulated as conditions for the award of labour and residence permits.

One of the fundamental principles of Swedish immigration policy is to give the immigrant a genuinely free choice between staying in Sweden and returning to his country of origin or, alternatively, emigrating to a third country.

Question 1: Policy in regard to the provision of education and training for migrant workers and their children

Language teaching for adult immigrants

It is of the greatest importance that, at an early stage of their stay in Sweden, immigrants should receive Swedish language teaching and an introduction to the Swedish way of life. A law has been passed which entitles immigrants to time off with pay to learn Swedish (see also Section B, Legislation). To enable immigrants to make use of the public services, to communicate with various official bodies and with their environment, to participate in culture and information, additional support is required from the community.

Information issued at places of work, schools and in the community as a whole during the early period can be obtained only through an interpreter or by furnishing the information in the immigrants' own languages. Even in the case of immigrants who have been in Sweden for some time and acquired a certain knowledge of Swedish their knowledge

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is often insufficient for them to acquire all information necessary. It is therefore important that information in the immigrants' own languages should be given concurrently with Swedish language teaching. These 2 measures in combination should enable immigrants in due course to feel at home in and members of the Swedish community.

Compulsory teaching for immigrant children

Immigrant children in Sweden receive compulsory schooling to the same extent as Swedish children, ie from 7 to 16 years of age. They have the same rights to teaching and educational welfare as Swedish subjects.

In view of the difficulties encountered by immigrant children when entering a Swedish school the attempt is made, within the framework of compulsory schooling, to offer teaching that is especially adapted for them both in content and method. Such teaching consists of different forms of remedial instruction, aimed at facilitating their transition to Swedish schooling, and of voluntary teaching in their parent tongue in order to enable them to preserve and develop their own language.

Labour market training

Aliens have formally the same opportunities as Swedish subjects to participate in labour market training provided they have the right to employment in Sweden and are judged to be established on the Swedish labour market. To a considerable extent labour market training is given in special courses arranged by the Board of Education. It may also take place within the regular training facilities of companies, administrative agencies and organisations. The immigrant receives a grant during the training.

The Labour Market Board in collaboration with the Board of Education and the labour market organisations are responsible for the planning of the vocational aspects and scope of the courses. The length of training varies according to the vocational branch and the immigrant's prior knowledge. In the case of courses lasting more than 8 weeks the immigrant receives education in civics, mathematics, physics, chemistry, Swedish and English in addition to vocational training. In preparation for vocational training, preparatory theoretical courses and courses of instruction concerning labour market and educational conditions, among other things, are given. The latter have been considered to be of special value for immigrants. Swedish language courses of a maxim 2 months are also arranged for the latter.

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During the budget year 1972-73 some 106,700 persons started courses of labour market training, among whom some 11,580 immigrants (= 10.9%).

Within labour market training it has proved that many immigrants, owing to language difficulties, have difficulty in following the teaching although they have taken a 2-month Swedish language course. Immigrants with such difficulties can, for teaching of the aforesaid general subjects, have one or more of the subjects replaced by a corresponding increase of Swedish language teaching. In this context it may be mentioned also that, during the autumn of 1973, experimental vocational training of Finnish immigrants in the Finnish language is to be tried out at certain places within the framework of labour market training.

Questions 2 and 4: Difficulties and measures to meet them

Immigrant children

Two-thirds of the immigrant children at Swedish primary schools are from the Nordic countries, particularly from Finland, which alone represents more than 50% of the total. Non-Nordic pupils come from some 30 groups of nations, chiefly Yugoslavs, Germans, Greeks and Turks. The immigrant element is highly concentrated in some municipalities and countries, but is geographically widespread. For municipalities with few immigrants the question of teachers for remedial or native language teaching of immigrant children is often difficult to solve in a satisfactory manner. Remedial Swedish language teaching can generally be arranged to a sufficient extent but, when the number of pupils is small, it may be impossible to find teachers for certain teaching in the native language.

The shortage of native language teachers may also be a difficulty in municipalities with large numbers of immigrants; for certain minor language groups teaching in the native language may be altogether impossible. The most favourable situation exists in the university towns, where foreign students can be employed on a whole-time basis for certain teaching of immigrants.

New recruitment of native language teachers for private schools takes place at the start of each academic year. The requirements on these teachers are that they have a sufficient command of Swedish to be able to collaborate with other school officials and to work in accordance with the goals and guidelines of the Swedish curriculum. Through an agreement signed in 1967 Finland has annually been able

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to supply the Swedish primary schools with a certain number of well-trained bilingual teachers. The availability of competent teachers for the Finnish language group is therefore comparatively satisfactory. For other language groups it has been necessary for the most part to seek teachers among immigrants in the country. The educational background of the latter is more uneven than that of Finnish teachers.

During the academic year 1972-73, according to reports from municipalities, there were in primary schools of 115 municipalities 605 teachers for teaching in different native languages, among whom 365 Finnish-speaking. The remaining teachers represented 24 national languages, among whom 68 teachers in different Yugoslavian languages, 57 Greek, 24 Turkish and 21 Italian.

During the summer of 1973 the Board of Education arranged - for the fourth year in succession - a 10-day continuation course for these teachers on the goals and guidelines, pupil welfare and subject methods at primary school. Continuation courses are also arranged regionally and locally. The remedial instruction in Swedish ("Swedish as foreign language") is usually given by Swedish class or subject teachers. For these teachers as well continuation courses are arranged centrally, regionally and locally.

Many teachers, however, have found the continuation courses arranged hitherto to be inadequate in scope and content. A more advanced programme of continuation courses on immigrant questions, with the emphasis on different categories of school officials, is at present being planned.

As from the academic year 1972-73 immigrant questions are also a compulsory element in the basic training of all primary school teacher categories. The Board of Education also offers an alternative elective course in Swedish as foreign language in the class-teacher training at 2 of the schools of education (80 and 160 hours respectively). Teacher training in 2 languages for above all Swedish and Finnish-speaking students will start as from the school year 1974-75. A continuous development of teaching aids is in progress both in Swedish and in several immigrant languages.

Question 3: Distinctions between permanently settling and temporarily resident migrants

The rules governing teaching of immigrants make no distinction between permanent and temporary immigrants. The individual school unit, however, should take into account the pupil's prospects and needs when planning an educational programme.

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Question 5: Non-European migrants

Growing problems in conjunction with the increase in number of non-European immigrants are the differences between their cultural pattern and social notions of the family and those existing in Sweden, and differences between the school background of certain non-European and Swedish teenagers, which often makes it difficult to incorporate these immigrant children into Swedish classes.

B. LEGISLATION

Question 1 (ii): Legislation, compulsory school level.

a. Remedial instruction

Remedial instruction at compulsory schools may be given during at most 6 periods per week per group of foreign or stateless pupils or of Swedish children returning from schools abroad. The object of remedial instruction is to provide the pupils with the best possible prospects in their schooling in Sweden.

The object of the instruction is through a proper introduction comprising elementary teaching in the understanding and speaking of Swedish, and information concerning the new environment, to ease the pupil's arrival at school through educational guidance, when possible, and with the aid of educational material in the pupil's native tongue, to prevent unnecessary waste of the pupil's time spent on study owing to a lack of knowledge of Swedish. It is also assumed:

that special guidance will be given for the necessary co-ordination of the teaching of a given subject, eg English, in the previous and new school,

that the pupil welfare measures of the school conduce to satisfactory social adaptation of the pupil to the school and its children. Information to and regular contact with the pupil's home is therefore of great importance.

Pupils with different native tongues can without difficulty be given joint Swedish language teaching. This should be done by a Swedish teacher. The groups of pupils should be small (3-5 pupils) and as far as possible homogeneous in respect of age and ability in Swedish. For municipalities with a sufficient number of pupils a permanent language clinic can be established with a half or a whole teacher appointment. The differentiation of the teaching with short, often recurring exercises, which is desirable in this context, and which the clinic can offer, may otherwise be difficult to arrange in cases when remedial instruction is given by a teacher other than the class-teacher.

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The remedial instruction may also consist of studies in the native tongue during a couple of hours per week under the tuition of a teacher with a knowledge of the pupil's native tongue and using the study material in the pupil's native tongue that has been approved by the local educational authority.

Study materials in the native tongue can be used by the pupil also in his independent work in his ordinary class.

b. Teaching in native language

The right of immigrant children to study their native language and their country's culture is incorporated in the general section of the curriculum, Lgr 69, and in a supplementary section (Teaching of immigrant children etc).

The teaching of Finnish may comprise at most 2 periods per week during each yearly course. Joint teaching shall be arranged as far as possible between pupils in different classes.

At the junior and intermediate levels Finnish is a supplementary compulsory subject which replaces the teaching of other subjects decided by the headmaster in consultation with the pupil's parents.

At the senior level Finnish is a supplementary elective subject which replaces another elective or compulsory subject decided by the headmaster in consultation with the pupil.

Teaching of the languages of other minorities should be arranged in accordance with the principles stated above if, in the judgement of the local educational authority, there is a need and the possibility therefore.

Question 1 (iii): Upper secondary level.

Admission to upper secondary school

A foreign pupil without formal primary school qualifications can be admitted to upper secondary school within the free quota.

Substitution of pupil's native tongue for other language teaching

A C-language (1), which according to the upper secondary school curriculum (lgy 70) is concluded in the syllabus for a given stream, may be replaced by another foreign language which is the pupil's native tongue.

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(1) C-language = third foreign language.

If the syllabus for a given stream does not include a C-language, the regulations in the first paragraph concerning C-language will apply instead to a B-language (1) or, if this subject as well is not included, the English language.

The Board of Education draws up the curriculum for languages which a pupil may choose as stated above.

Remedial instruction

Immigrant pupils have the same right as other upper secondary pupils to remedial instruction. As from the academic year 1974-75, this instruction will be essentially reinforced.

Special upper secondary school classes

In municipalities with a large number of immigrant children basic vocational courses and courses with modified curriculum and syllabus on a 2-year social work line may, by decision of the Board of Education, be arranged for immigrant children.

Post-secondary level

a. University education

Admission to higher education, universities and colleges for foreign students

The Code of Statutes (SFS 1967:450) contains provisional regulations concerning admission to higher education at educational establishments or on lines of education run by or in receipt of support from the state or under state supervision. This statute regulates not only the question of qualification for students with Swedish schooling but also for students with foreign schooling.

Students who have matriculated in Denmark, Finland, Iceland or Norway qualify for admission to the universities and to Linköping College among other establishments. Depending on the faculty concerned it may be required that the student has a knowledge also of certain specified subjects. For other foreign students the University Council (or similar body) may concede admission to a university (or similar establishment) of a student who has taken a foreign examination qualifying for admission to a university or corresponding scientific faculty in the foreign country. Persons may be admitted also who may be assumed on other grounds to be capable of benefitting by the teaching at the faculties. General regulations for examination of such applications by the University Council have been issued by the Chancellor of the universities. As regards admission to a restricted intake line, the admission to which is decided by the Chancellor of the universities, the University Councils shall submit the matter to the Chancellor of the universities.

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(1) B-language = second foreign language.

The requirement of a prior knowledge of Swedish is not specified. A proposal that a knowledge of Swedish shall be a condition for general qualification has, however, been advanced by among others, the Qualifications Committee. In a Bill (1971:81) on educational grants for foreign students, however, it has been stated that no general requirement of a documented knowledge of Swedish should at present be imposed. It is pointed out in this connection that the university authorities, in examining applications by non-Nordic subjects, should take into account the need for a knowledge of Swedish if students are to be able adequately to benefit by the teaching.

Swedish language courses for non-Swedish-speaking students

Non-Swedish-speaking students can take Swedish language courses at universities. The courses may be held at the universities and at Linköping College and are under the supervision of the Chancellor of the universities. They are arranged by a teaching staff committee subordinate to the respective University Council. The teaching - which has the character mainly of simple training of proficiency, chiefly in modern spoken and written Swedish - is divided into 4 sections of 90 periods each. Participants for these courses are accepted in accordance with rules established by the respective University Council. Persons qualifying for admission to these courses are non-Swedish-speaking students at universities and certain specified colleges, and non-Swedish-speaking persons who intend to apply for admission to such establishments and who fulfil the qualification conditions in other respects. A person with foreign post-secondary education who has an imperative need for a qualified knowledge of Swedish for permanent work in Sweden may also be admitted to these courses.

It has been pointed out in various contexts that a good knowledge not only of Swedish but also of English is of great importance if a student is to benefit from post-secondary education.

Teaching

Only in exceptional cases - apart from teaching of languages - is regular teaching given in a language other than Swedish. On some social science courses the teaching for foreign students has been given in English.

b. Adult education

Since 1965 adult immigrants have been offered courses in Swedish free of charge, including also an introduction to Swedish civics. These courses usually have the form of study circles run by the educational associations. As a rule the studies take place during leisure hours, consisting of 2-3 periods on each occasion, but the possibility also exists for intensive courses of at most 240 periods with at least 4 periods per day. The goal of this teaching of Swedish and civics is to give immigrants the necessary linguistic proficiency and information to enable them to live and function in the Swedish community.

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Swedish language teaching for immigrants is arranged also at folk high schools as residential courses of up to 4 weeks. Whole immigrant families can be received on these courses, as it is easy to arrange for supervision of children at the schools.

Swedish language teaching for immigrants is also given on labour market training courses at special centres administered by the Labour Market Board and the Board of Education.

To enable immigrants working in their homes, especially women, to participate in organised language studies, experimental courses have been run since 1970, which are combined with child supervision and adapted especially to the needs of persons working in the home.

On 1 July 1973, a law on Swedish language teaching of immigrant employees entered into force, under which employers shall ensure that foreign employees are enabled to take a course in Swedish in paid working time. Immigrants taken on since 1 January 1973, thus have the right to 240 hours of teaching on pay. The wage received during this period shall not be less than that which would have been paid for work for the employer. For foreign employees taken on prior to 1 January 1973, the employer shall, if required, provide Swedish language training during 160 or 240 hours depending on the employee's earlier knowledge of Swedish. The extent of teaching shall be decided in consultation between the employer and the trades union, based on a language test. (Law on right of immigrant to time off with pay for Swedish language teaching: Code of Statutes SFS 1972:650. Amendment 11 May 1973, SFS 1973.)

C. RESEARCH AND EXPERIMENTATION

a. Adult immigrants

Swedish for immigrants. Organised within framework of labour market training (Educational Research Centre, (Pedagogiskt centrum), 1972).

A major investigation is at present being made of labour market training, covering all participants including immigrants, for whom the application forms have been translated into several immigrant languages.

The Commission on Immigrants studies questions relating to research and experimentation. Through grants from the Board of Education, among other sources, a bibliography of published papers from the 1-year-study level and upwards has recently been issued at the Sociology Department at Stockholm University. (David Schwarz: Research on immigrants and minority groups etc. A Bibliography, Stockholm 1973.)

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b. Upper secondary school

The towns of Västerås and Södertälje are experimenting with immigrant classes on a 2-year work line with modified syllabi approved by the Board of Education.

A basic vocational course for immigrants has been introduced on upper secondary school vocational lines in several municipalities in order to permit the admission of immigrant youth on the regular vocational lines with syllabus approved by the Board of Education.

Projects of which the costs are borne by the Board of Education:

c. Primary school

Contact school-homes: a sub-project within the development block in Uppsala directed to immigrant pupils and their parents.

Models for bilingual teaching of immigrant children, a project under the management of Professor I Johannesson, Educational Research Department, Lund University.

Closed-circuit television programmes for teaching of immigrants are being produced at, among other places, the primary school at Köping.

Evaluation of immigrant teaching at the primary school at Olofström.

Production of teaching aids in different immigrant languages is continuously in progress.

A report has been issued on a project defrayed jointly by the Labour Market Board and the Board of Education on methods of Swedish language teaching of adult immigrants.

With financial support from the Council of Europe a study of 2 preparatory classes in Stockholm primary schools was completed during the academic year 1972-73. A special report is being submitted to the Council of Europe.

Pre-primary school trials for immigrant children in Sweden started in 1971. During 1971-72 trials were conducted in 17 municipalities. During 1973 continued trials will be made in 10 municipalities. The aim of these trials is to find organisational and educational solutions which will give immigrant children means of integration into the Swedish society and equal conditions with other children.

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PART II

STATISTICS

A. MIGRANT WORKER POPULATION

Question 1: Total number of aliens having applied for work in Sweden at 1 July 1973: 229, 656 (according to statement from the National Immigration & Naturalisation Board)

Question 2: Breakdown by nationality at 1 April 1973 according to statement from the National Immigration & Naturalisation Board)

Denmark	Finland	Norway	Greece	Italy	Yugoslavia	Poland
17920	111627	12788	10,859	4109	25824	4237

Spain	U.K.	Czechoslovakia	Turkey	Germany	Hungary	Austria
2503	2523	2278	2873	11389	3276	2845

Other
14520

Question 3: Total number of employed according to population and housing census 1970: 3,412,668, (aged 16 years and above)

B. EDUCATIONAL SITUATION OF MIGRANT WORKERS' CHILDREN (according to Central Bureau of Statistics, figures of composition of population)

1. Pre-school education

Question 1.1: Number of children aged 0 - 6 years of foreign nationality in Sweden

31 December 1971	31 December 1972
71886	69825

Question 1.2: Number of children in Sweden aged 0 - 6 years

31 December 1971	31 December 1972
813329	800903

Question 1.3: Number of immigrant children in pre-school education

The central Bureau of Statistics has at present no statistic of the number of immigrant children in pre-school education. The production of such a statistic has, however, been discussed.

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2. Compulsory education

Question 2.1: Number of children of foreign nationality in Sweden, aged 7 - 15 years

31 December 1971	31 December 1972
58,623	59,976

Question 2.2: Number of children in Sweden aged 7 - 15 years

31 December 1971	31 December 1972
981,895	995,133

Question 2.3: Number of immigrant children at compulsory school

The Central Bureau of Statistics has no figures of the number of immigrant children at compulsory school, which, however, may possibly be assumed to be the same as the number of immigrant children aged 7 - 15 years (see answer to B.2.1).

It may be mentioned, however, that the Central Bureau of Statistics is at present planning to collect statistics of immigrant children at primary and secondary schools. The aim of these statistics will be:

to survey what is being done by schools for immigrant children;

to investigate whether there are essential differences between immigrant children (foreign subject) and other children as regards education and employment after compuslory schooling. It is intended that the statistics shall cover (1) the number of children which schools consider to be immigrant children; (2) the number of children who have had "immigrant teaching" of different kinds (see also under C. below), and (3) the number of periods devoted to the purpose.

3. Post-compulsory education

Question 3.1: Number of aliens in Sweden aged 16 - 20 years

31 December 1971	31 December 1972
32,780	29,786

Question 3.2: Number of youth in Sweden aged 16 - 20 years

31 December 1971	31 December 1972
552,780	547,929

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Question 3.3: Number of migrant workers' children in the age group 16 - 20 attending institutions of upper secondary education

Data not available, see answer to II.B.2.3.

C. EDUCATION AND TRAINING OF MIGRANT WORKERS

Questions 1-2: Number of migrant workers attending courses of general education or of vocational training for adults

The Central Bureau of Statistics, in its statistics of participants on courses of "Swedish for immigrants", does not record age. It is therefore not possible to state the numbers above and below 21 years among those taking language courses or courses of a general character.

The latest statistic is for the year 1971-72.

Number of persons attending study circles in "Swedish for immigrants" 1972-73

	incl. leaders
circles entitled to government grant	134,758
circles not entitled to government grant	781
Total	135,539

The concentrated public courses were attended by 1,847 persons in 1971-72 (circles entitled to government grant).

Other teaching of Swedish for immigrants is arranged by the Board of Education in the form of preparatory courses for labour market training. Persons attending these courses receive an educational grant from the Labour Market Board. According to the Labour Market Board statistics, some 2,500 persons attended such courses of Swedish for immigrants during 1971-72.

For foreign students Swedish language teaching is arranged through the universities. In Stockholm the teaching is given by the Institute for English-speaking Students, at other university towns by the university extra-mural department ("Kursverksamheten"). Some 1,500 students attended this type of Swedish language teaching in 1971-72.

Swedish language teaching is also given on special "adaption courses" for gypsies. Some 100 adults attended these courses in 1971-72.

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PART III

DOCUMENTATION

Publications on the education of immigrants, appeared in Sweden during the last years.

The recently published bibliography: "Research on immigrants and minority groups etc" ("Invandrar- och minoritetsforskning m.m." by David Schwarz, Stockholm 1973, includes the following works in English:

Andric, M: Migration, post-war intra-European migration of labour force. Stencilled, 46 pages. Department of Sociology, University of Lund, 1970

Ben-Menachem, E and Ben-Menachem, M: Swedish citizens. A socio-psychological investigation of immigrants in Sweden

Berner, B: Social structure and unemployment. A background to Turkish migration. Stencilled, 52 pages. Department of Sociology, University of Lund, 1970

Chaib, M: Bilingualism and the choice of a teaching language, a survey of the Algerian Case. Stencilled, 51 pages and Annex. Department of Education, University of Lund, 1972

de Heymowski, A: Swedish travellers and their ancestry, doctoral thesis, Almquist and Wiksell, 277 pages, Uppsala, 1969

Hughes, W Jr: Some studies in inter-group relations. Stencilled, 92 pages and Annex. Department of Education, University of Uppsala, 1971

Hughes, W Jr: Relations between Swedes and Black Ethic Groups. Reports 1-3. Department of Education, University of Stockholm. Report 4: IMFO-Group, Samhällsvetareförlaget, Stockholm, 1971

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Meurle, K and Andric, M: Commission on Immigrants: Background to the Yugoslav migration to Sweden. Case study of a group of Yugoslav workers at a factory in Sweden. Stencilled, 350 pages and Annex, Stockholm, 1971

Spaner, R: Immigration and the Swedish economy. Stencilled, 10 pages. Department of Economics, University of Uppsala, 1972

Wlodarczyk, M A and Lind, U: Non-Scandinavian students in Umeå, a study of their economic and social situation. Stencilled, 44 pages and Annex. Department of Sociology, University of Umeå, 1971

In addition to the above-mentioned, the bibliography "Research on immigrants and minority groups" also includes a number of works which exist only in Swedish.

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